

S92
R4, PP
Oct. 21, 1954
City planning
Administration
Richmond, Calif.

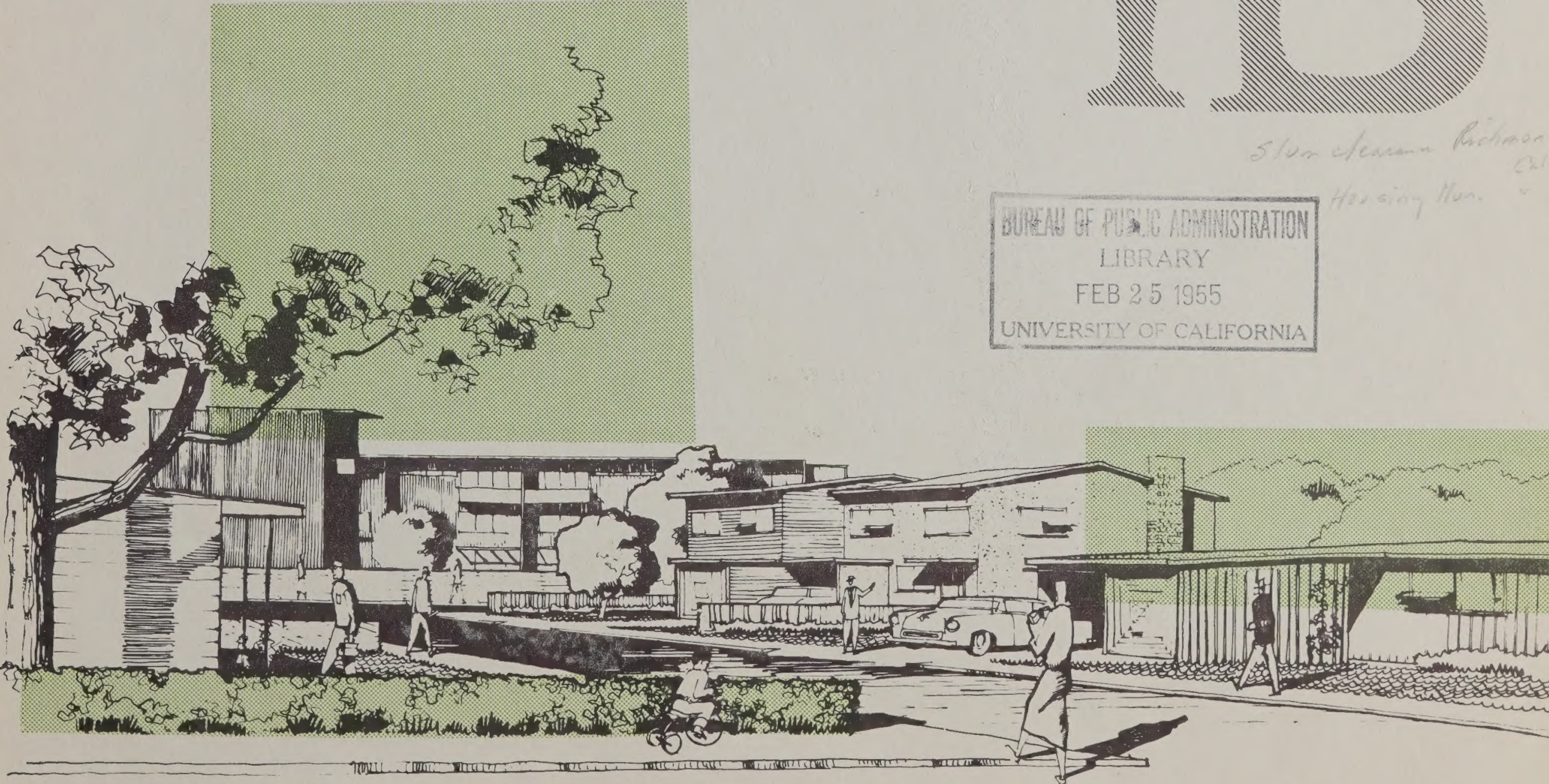
A PRELIMINARY PLAN FOR REDEVELOPMENT

RICHMOND CITY PLANNING COMMISSION

10
THE PILOT PROJECT

Slum clearance Richmond
Calif.
Housing Man.

BUREAU OF PUBLIC ADMINISTRATION
LIBRARY
FEB 25 1955
UNIVERSITY OF CALIFORNIA



RICHMOND CITY COUNCIL

John J. Sheridan, Mayor
W. A. Cannon
D. M. Bradley
C. D. Erickson
Carl Lyford
James P. Kenny
Ed. J. J. McKeegan
Robert H. Miller
Gay Vargas

Edwin S. Howell, City Manager

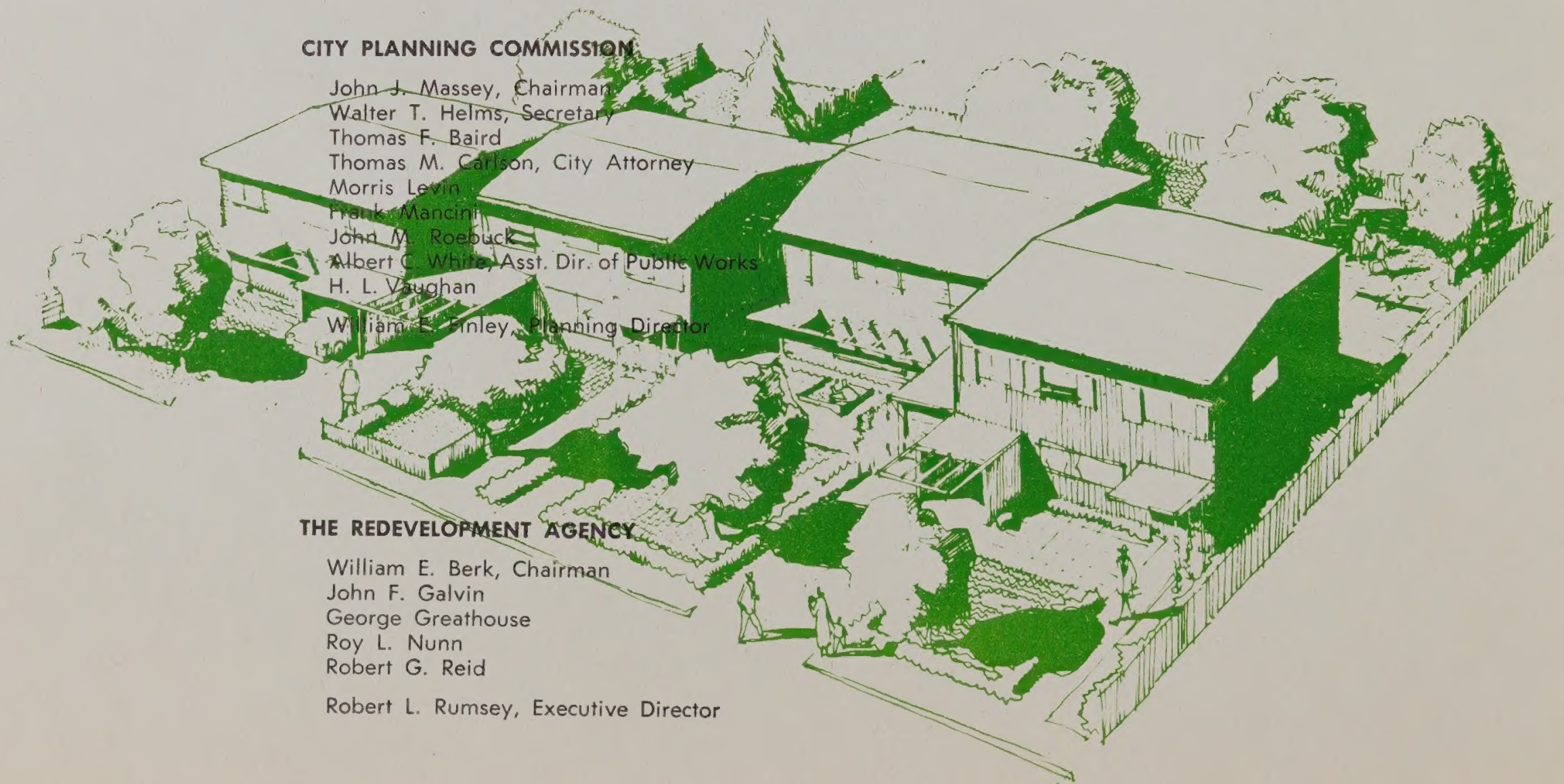
CITY PLANNING COMMISSION

John J. Massey, Chairman
Walter T. Helms, Secretary
Thomas F. Baird
Thomas M. Carlson, City Attorney
Morris Levin
Frank Mancini
John M. Roebuck
Albert C. White, Asst. Dir. of Public Works
H. L. Vaughan
William E. Binley, Planning Director

THE REDEVELOPMENT AGENCY

William E. Berk, Chairman
John F. Galvin
George Greathouse
Roy L. Nunn
Robert G. Reid

Robert L. Rumsey, Executive Director





OFFICE OF THE
PLANNING DIRECTOR
October 21, 1954

Mr. William Berk, Chairman
The Redevelopment Agency
Fourth Street and Nevin Avenue
Richmond, California

Dear Bill:

Presented here for your Agency's attention is the Preliminary Plan for Project Area 1-B known as The Pilot Project. This four-block area is the first selected for residential redevelopment under the so-called "Richmond Amendment" to the 1954 Housing Act.

It is our hope that work on the Tentative and Final plan will proceed immediately in close cooperation with a builder with adequate resources and bold concepts. The success of this project will surely determine the future of other such projects and hence the future of a major part of the City.

Please call upon us for any assistance we can provide in assuring that success.

Yours for a better Richmond,
John
JOHN J. MASSEY
Chairman

JJM:bp



THE IMPORTANCE OF THIS PILOT PROJECT

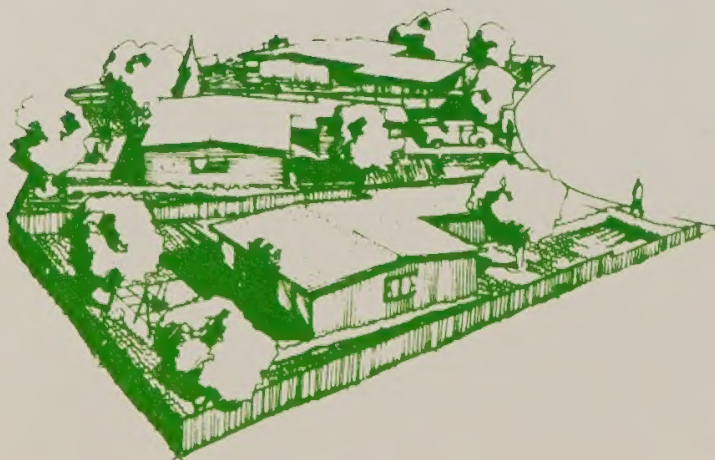
This may be Richmond's last chance to take a leading part in redeveloping its temporary housing areas before the buildings are torn down and the land reverts to its obsolete pattern of gridiron streets and thousands of 25-foot lots, many with clouded titles or scattered owners who have disappeared or live in other states or even foreign lands. Federal law requires that all temporary buildings be vacated and demolished by July 1, 1956. Right now there are 5524 families still living in these buildings*, making up **23%** of the City's population. While some work elsewhere and live here only because of below-economic rents, many of these tenants have put down strong roots in this community and wish to stay here. Therefore, the job for our community is to rebuild according to modern standards these areas now occupied by temporary housing. This will call for modern street and lot layout, good house design and construction, adequate school and play areas, convenient shopping and parking facilities and all the other improvements required in a modern American city. To build to these standards and still meet the economic market to accommodate the present housing tenants is the two-fold task before us. The time to make plans is now, for the time to rebuild is only months away.

*Source: Richmond Housing Auth., Statistical Sect., Oct. 14, 1954.

HOW THE "RICHMOND AMENDMENT" TO THE 1954 HOUSING ACT WORKS

Typical redevelopment procedure calls for the preparation and adoption of **Preliminary, Tentative, and Final** plans for the project, after which the Redevelopment Agency may buy or, if necessary, condemn land and buildings as needed to carry out the Final Plan. To find missing owners, to satisfy recalcitrant owners, and to obtain full interest in all the property may take months and even years, while valuable time is lost and the land lies vacant. The local agency cannot occupy the project land until **all** suits and title problems have been settled. In contrast, the Federal Government may occupy such lands immediately upon the filing of a "declaration of taking", allowing the necessary negotiations and legal actions to be performed in due time but without holding up project rebuilding.

The so-called "Richmond Amendment" works just that way. It permits the Administrator of the Housing and Home Finance Agency to extend the Federal condemned lease-hold of the privately-owned lands underlying the temporaries into a full title and, upon receipt of an approved redevelopment plan, to sell the land to the Redevelopment Agency which in turn will sell it to private builders. The Federal Government is pledged to pay fair 1954 prices for the land, clear the temporary buildings, and deliver a good title to the Agency. Federal financial aids such as are available through the typical, but longer, redevelopment process are waived in the use of this special law as are loans for project planning. However, the benefits which Richmond gains through the use of this law are significant. The local agencies can devote their full energies to preparing plans and arranging with redevelopers for **immediate** rebuilding, while litigation is being carried on separately by the Federal Government.




HOW THE PILOT AREA WAS SELECTED

Because this Pilot Project is to be a testing of the "Richmond Amendment" procedures, Federal and local officials agreed that the area should be easily defined, located prominently on a major thoroughfare, large enough to be economical for a builder but limited so as not to involve too much legal work, and situated in a portion of the City where the opportunities for resale will be typical and problems of utilities minor. All these reasons pointed to choosing a site in the immediate vicinity of Cutting Boulevard, somewhere between Carlson Boulevard and the route of the new Eastshore Freeway.

The final selection for the Pilot Project has been the four-block area of 10.71 acres bounded by Cutting Boulevard, Fall Avenue, 45th and 49th Streets. Here is a location on the south side of heavily traveled Cutting Boulevard where the progress and results of rebuilding will be in full view. The size will lend itself to economical treatment as a "super-block" according to the best modern practice, yielding a protected residential development bounded by adequate collector streets adjusted to an overall neighborhood pattern.

Scattered through all the temporary housing areas are many privately-owned homes and stores. Some are in good condition, many are not, and it will be necessary to plan for the improvement or removal of such substandard buildings so that they will not threaten the neighborhood values newly created. Since the powers of the "Richmond Amendment" cover only the lands underlying temporary housing, the presence of such interspersed private properties represents a special problem to be handled concurrently by the Redevelopment Agency so that a fully rebuilt neighborhood will result. The pilot area has been chosen so that some few such private structures are included, permitting a full testing of the methods involved without too great a hazard from complications.



**THE
AREA
TODAY**



LANHAM ACT HOUSING

PRIVATE HOUSING



HOW SHOULD THE PILOT PROJECT BE REDEVELOPED?

★ AS PART OF A PLANNED NEIGHBORHOOD

To begin planning for the 10.71 acres in the Pilot Project, it was first necessary to consider the surrounding area and pose the question "how will it fit in?" The Pilot Project will be adjacent to a neighborhood shopping center, to the present Potrero School, to the Cutting Boulevard bus line. It is diagonally across from a proposed neighborhood park with its attendant primary school. It is surrounded on three sides by collector streets, and after the present interior streets are abandoned, it will form a super-block with a real residential potential. All in all, the Pilot Project will have all the neighborhood facilities needed for good community life.

★ AS A TRULY URBAN ENVIRONMENT

What is meant by urban? Urban means city-like. But city life and city development need not mean overcrowding or congestion or ugliness. There are many advantages to living **in** the city as contrasted with on its fringes — or in a subdivision miles from cultural and business centers or places of work.

An urban development should reflect the idea that man is gregarious and enjoys the company of other people, that he enjoys living near his friends, his children like other children to play with, his wife likes nearby shopping, he wants to be only five or ten minutes from work and three minutes from the transit line, and that he might prefer to walk more and have to drive less. Synonymous with urban living is the idea that the amount of private open space for each family may be small but that compensating open space is available in parks, schools and streets. This means that while the actual amount of front, side or rear yard for each family may be less than in a suburban or rural atmosphere, a well-planned city environment can be just as pleasant with privacy, safety, convenience and beauty, and can perhaps be more economical, too.

★ AT AN AVERAGE DENSITY OF 12 FAMILIES PER NET ACRE

Density is the measure of how many families live on an acre of land. This comparative index is helpful in planning because the population within a certain area is the key to its problems and potentials. For example the need for schools and recreation has been 3 or 4 times greater in our high density areas (temporary housing at a density of 25 families per net acre*) than in the typical lower density areas of Richmond (single homes on 50-foot lots or a density of 8 families per net acre). The other way around, the labor supply for our industries and, more importantly, the purchasing power generated for our local stores and services is directly related to this density factor, too. So the health of our local economy may well depend upon a careful choice of the density of rebuilding in these redevelopment areas.

The Richmond Zoning Ordinance establishes a standard for R-1 Single Family Zone of 5,000 sq. ft. for each family or a net density of **8**. But fully half of Richmond's residential areas are zoned R-2, which permits a four-family building on 5,000 sq ft. or a net density of **32**. Some small portions of the city are zoned R-3, permitting a density as high as 108 families per net acre!

Somewhere between the 8 families and the 32 families per net acre lies a reasonable medium density for good urban living consistent with our needs for rehousing present tenants and maintaining the present level of local business activity. For such reasons, this plan specifies that the Pilot Project be rebuilt at an overall average density of **12 families per net acre**, a density which will allow for residents of the area to be adequately rehoused.

*net means exclusive of streets, schools, parks, etc.

★ BUILDING COVERAGE NOT TO EXCEED 35% OF ANY PARCEL

An important factor in this study is coverage of the land, meaning the maximum percentage of each lot which may be covered by buildings. This is what determines the total private open space available to each family for garden and service yard and for just plain light and air. In Richmond's R-1 districts, typical single house coverage amounts to **25%** of the lot — the remaining area being devoted to front and side yards (25%), and rear yard (50%). Multiple buildings in R-2 zones typically cover **45%** of a lot, but because of required parking spaces, necessary drive-ways and paved turn-around area, only about one tenth of the lot ever remains for usable yard space.

Somewhere between these 25% and 45% figures lies a coverage which will ensure both economical use of the land and an adequate amount of private open space for each family's needs. This plan recommends that the Pilot Project shall be developed at a coverage **not to exceed 35% of any parcel**.

THE RICHMOND GENERAL PLAN

No city can afford to be without a plan for its future. In fact State Law requires that every city prepare and adopt "a comprehensive, long-term general plan for the physical development of the city". The Richmond Planning Commission, in preparing its "Interim" General Plan during the year 1954, has attempted to bring up-to-date all those sections of a general plan already "on-the-books", to round them out with such proposals about our future as appear justified by current thinking, and to illustrate all these matters on a single map so as to bring about real coordination of future development for residence, industry, and business areas, schools, recreation, streets and highways, and the like. The "Interim" General Plan truly represents a comprehensive statement of policy on the future development of our community.

Redevelopment considerations are a central theme in long-term planning for Richmond because such extensive areas in the city have been occupied during and since the war by purely temporary uses. Because redevelopment powers provide such important tools for carrying long-range plans into effect, the "Interim" General Plan has given special attention to redevelopment so as to determine which areas should become industrial, which residential, and studying the character and quality of such rebuilt areas as they will relate to the rest of the city.

On the map of the "Interim" General Plan, the Planning Commission has designated the Pilot Project and its surrounding neighborhood as a medium density residential area on the grounds that every city needs some areas available for multiple family buildings and rental properties. Serious effort must be made to provide within our community itself an adequate number of dwellings for the number of families presently occupying the temporary housing units, and medium density construction for this part of Richmond seems consistent with the general pattern of land uses with which we have become familiar.

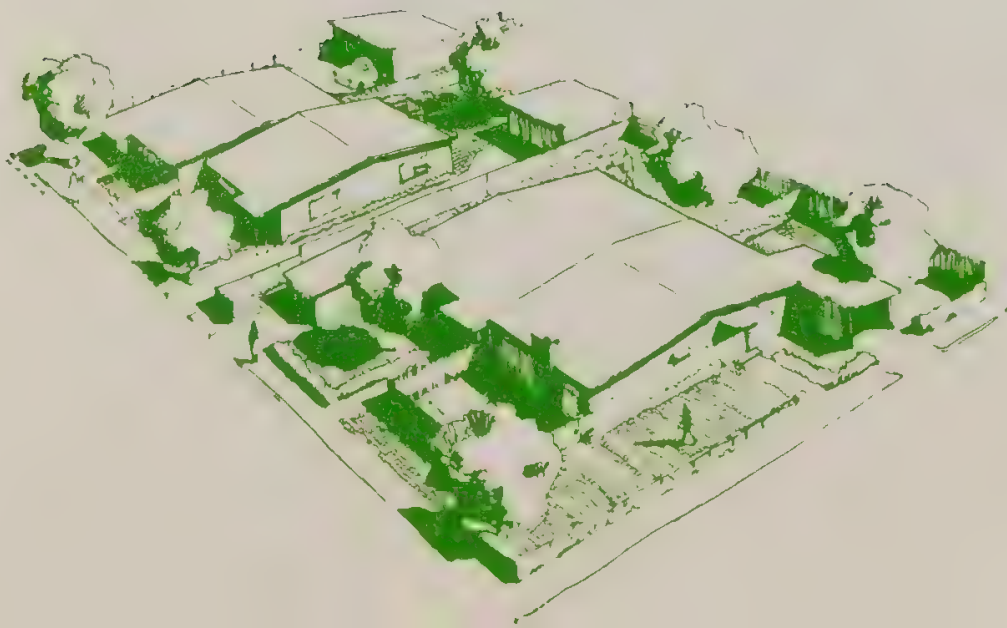


To carry out the City's intentions to rehouse as many of the temporary housing tenants as is financially and economically possible within the limits of modern standards, the Planning Commission favors a reasonable proportion of rental units in the redevelopment areas. However, the Commission believes that every possible means of encouraging home ownership should be investigated including individual family ownership of one section in a multiple family building. This latter becomes particularly important for the Pilot Project since it will allow each family the advantage of its own separate front and rear yards, coupled with a reduced land cost through eliminating side yards.

GOALS FOR REBUILDING IN THE PILOT PROJECT

In rebuilding the Pilot Project and its surrounding neighborhood, the Planning Commission recommends that five goals be kept in mind:

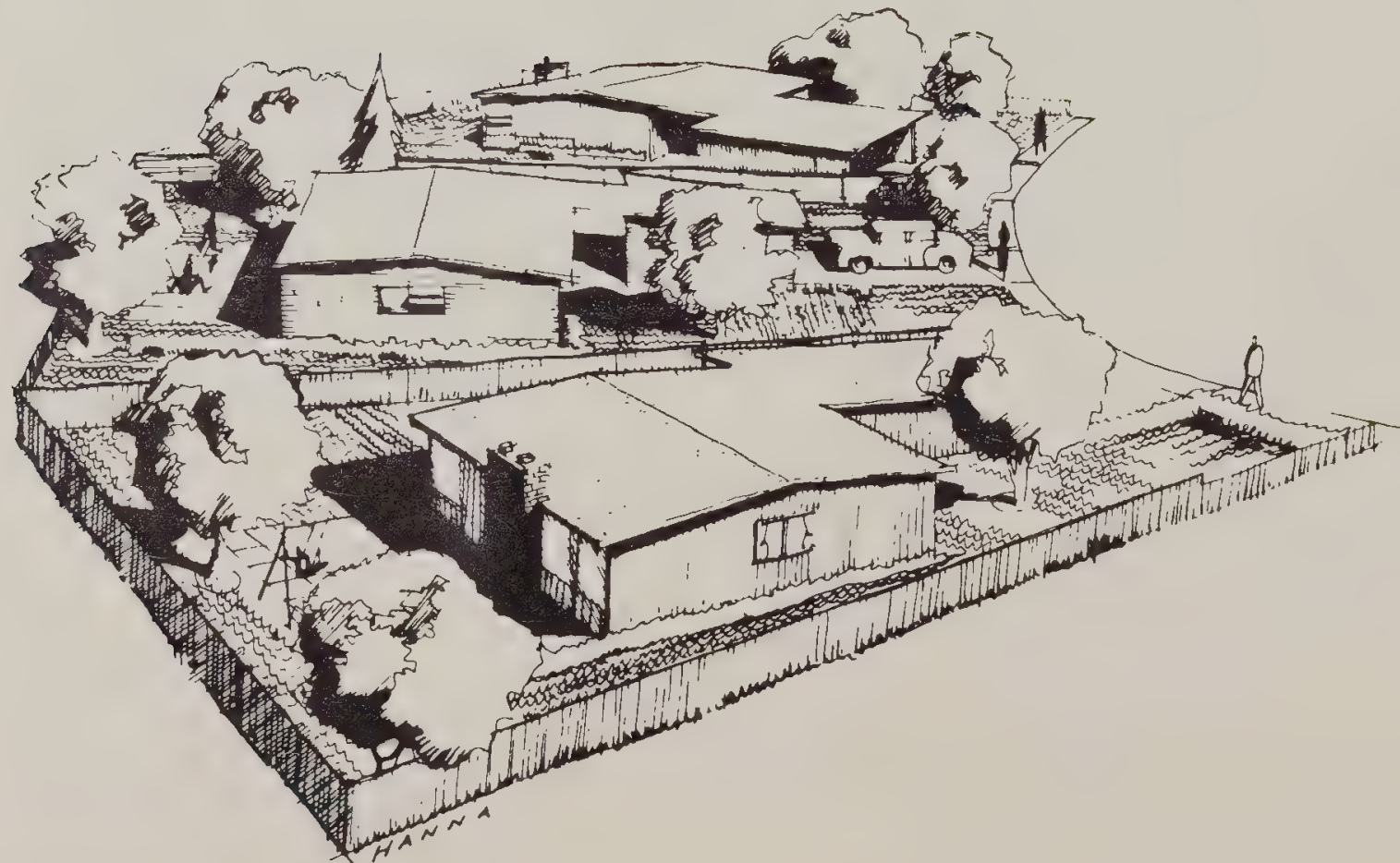
1. That the recommended average density be strictly adhered to so that extra value will go to the buildings rather than the land.
2. That the buildings be designed for privacy, durability, and outstanding appearance, with every effort being made to avoid "project-itis" through variety of height, setback, color, texture, and landscaping.
3. That the homes be built to meet the economic market represented primarily by the tenants of temporary housing.
4. That every effort be made to provide "Homes for Sale" rather than only "Apartments for Rent" in the Pilot Project allowing all the same for a practical number of rental units within the neighborhood as a whole.
5. That the rebuilding include examples of all four building types sketched on the following pages, so that the Pilot Project may truly become a demonstration to the public and a test of the market to determine which types are going to be the most economical, saleable, and popular.



BUILDING TYPES TO BE INCLUDED IN THE PILOT PROJECT

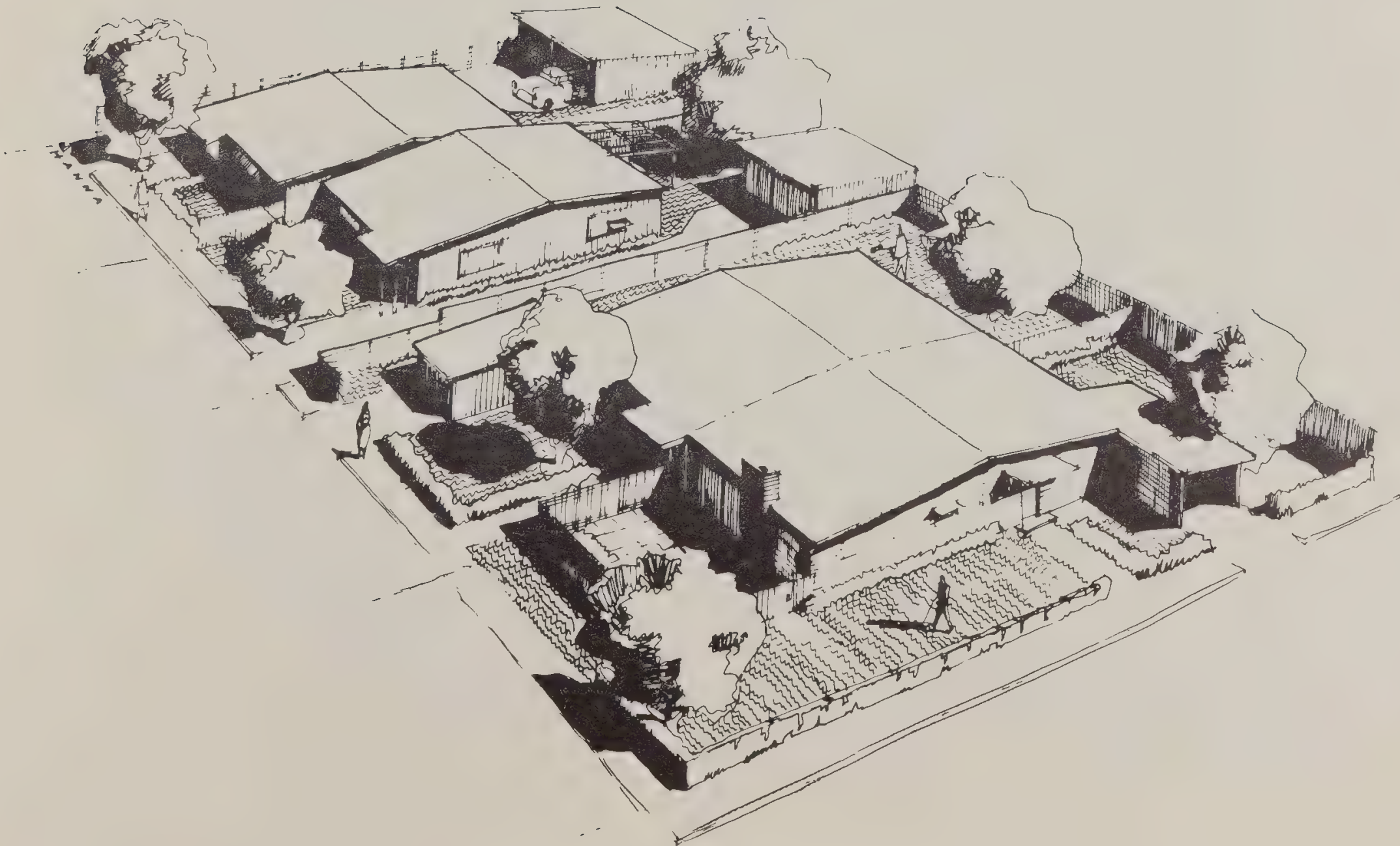
1. SINGLE-FAMILY DETACHED DWELLINGS

The Pilot Project should contain a small group of detached, single-family dwellings on 5,000 sq. ft. lots.



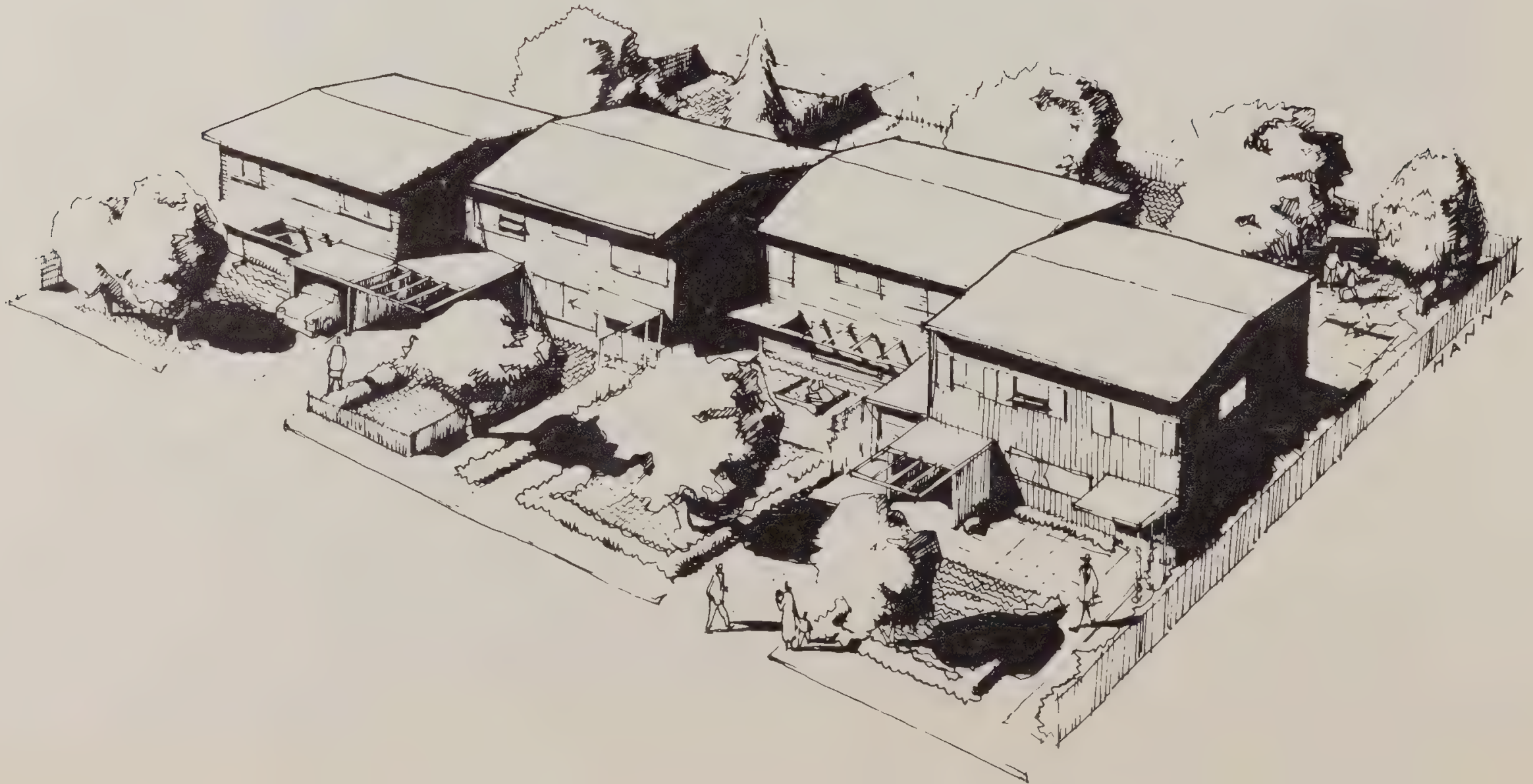
2. DUPLEX UNITS FOR SALE

One story duplexes for sale as individual units, with the property line running along the common wall. Such a two-unit structure on a 73-foot frontage will attain the recommended density of 12 families per net acre.



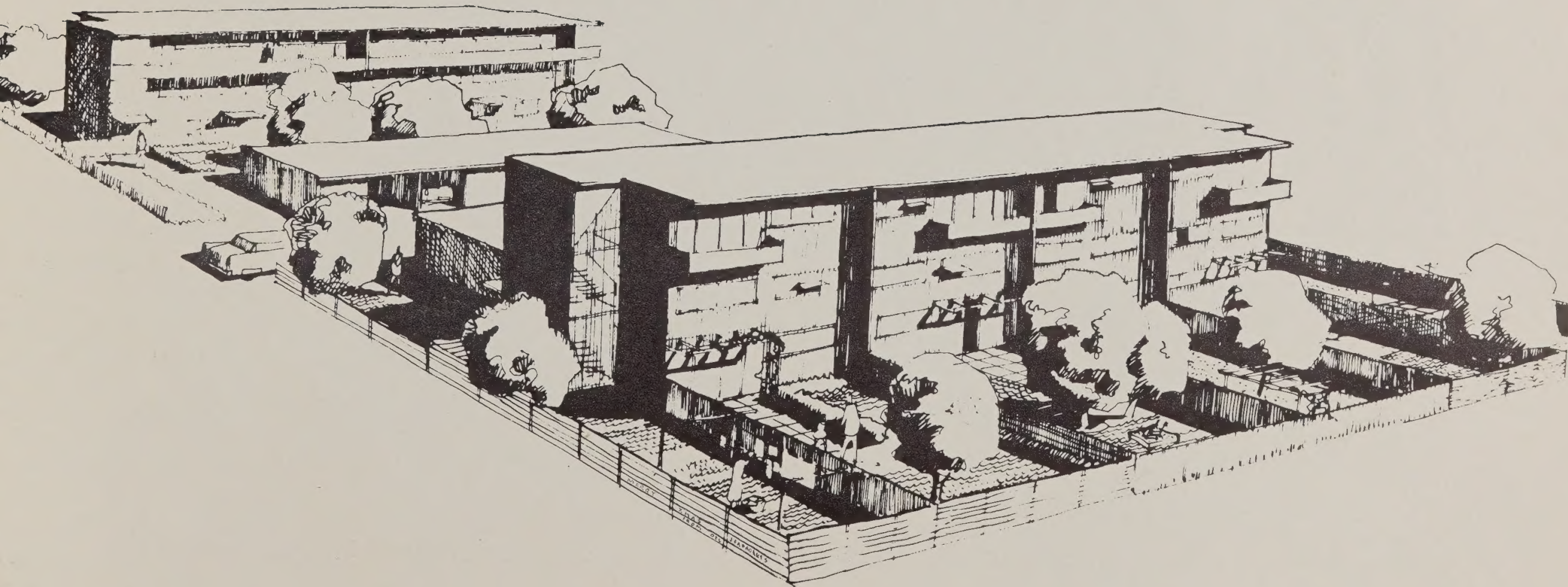
3. SINGLE-FAMILY ATTACHED DWELLINGS

Attached dwellings, perhaps four or six in a row, with soundproof common walls; two stories, arranged so that each family has three or four bedrooms, attached garage, front and rear yard and plenty of privacy. These units are suitable for sale — each family owning its portion through the building, the responsibility for maintenance being clearly established by fences, walls, or hedges. Many construction economies are possible with this building type, which can be highly liveable if carefully designed.



4. THREE-STORY WALK-UP APARTMENTS

Where rental units are considered in the Pilot Project, it is recommended that consideration be given to a three-story walk-up apartment, with a very low percent of coverage, providing from 8 to 12 units for families of varying sizes. This building type has the advantage of relieving some or all of the tenants of ground maintenance responsibilities and can do a great deal toward introducing a height variable to contrast with the majority of one and two-story buildings.



WITH REBUILDING TO INCLUDE EACH OF THESE FOUR BUILDING TYPES THE PROJECT WILL OFFER A WIDE RANGE OF CHOICE TO EACH FAMILY AND BECOME A LIVING DEMONSTRATION OF RICHMOND'S PROGRESS TOWARD SOLVING ITS HOUSING PROBLEMS.

THE PRELIM

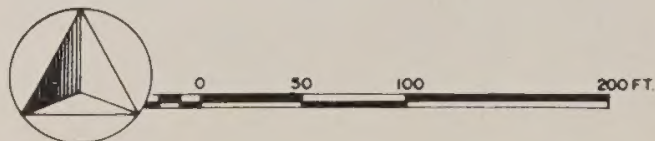
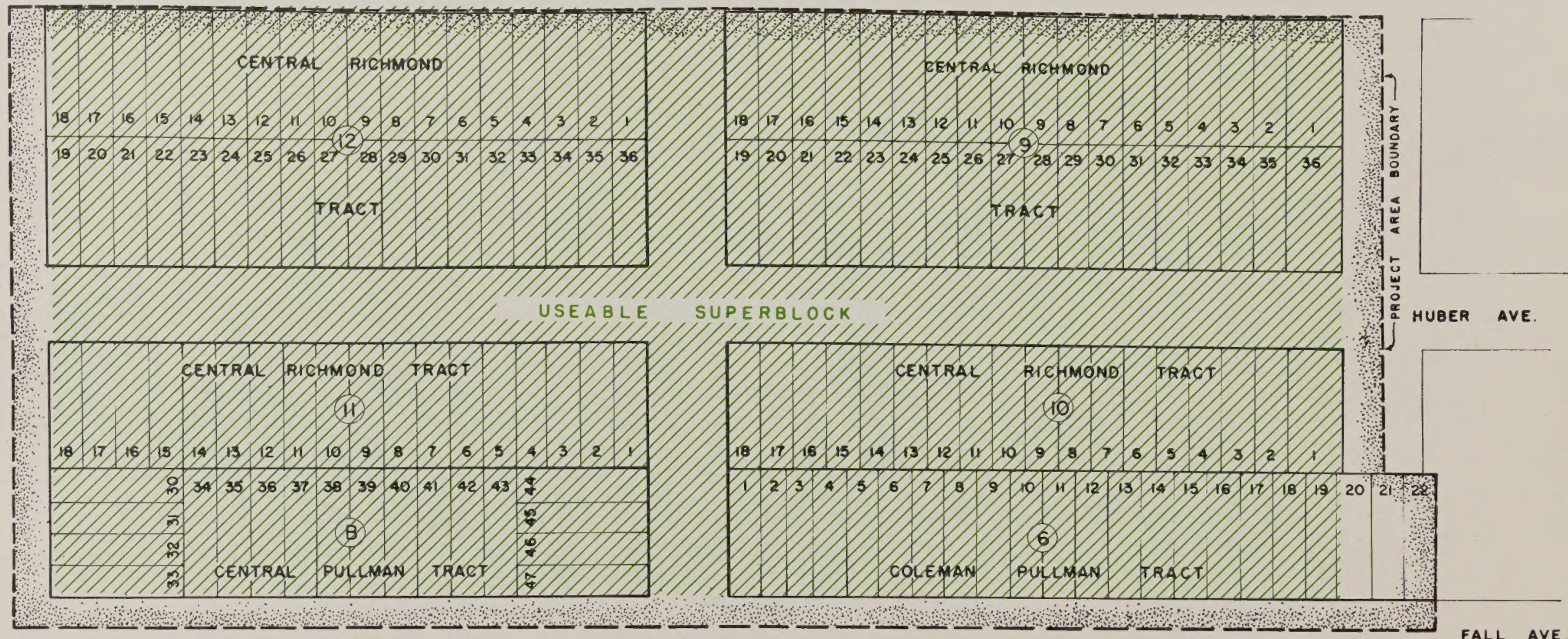
45th ST.

47th ST.

49th ST.

CUTTING BLVD.

PART I - MAP



ADOPTED BY THE CITY PLANNING COMMISSION
OF THE CITY OF RICHMOND, CALIFORNIA AT
ITS REGULAR MEETING ON OCTOBER 21, 1954

John J. Massey
JOHN J. MASSEY CHAIRMAN

Walter T. Helms
WALTER T. HELMS SECRETARY

INTERIM PLAN

PART II - TEXT

A. BOUNDARIES OF THE PROJECT

The boundaries of the Pilot Project are shown graphically in Part I by a heavy dashed line. The Project may be more precisely described as that land in the City of Richmond, County of Contra Costa, bounded by a line as follows:

"Beginning at the point of intersection of Cutting Boulevard and the centerline of South 45th Street; thence southerly along such centerline of South 45th Street and its prolongation to its intersection with the centerline of Fall Avenue; thence easterly along such centerline of Fall Avenue and its prolongation to its intersection with the southerly prolongation of the east line of Lot 22, Block 6, Coleman Pullman Tract; thence northerly along such prolongation and east line to the northeast corner of said Lot 22; thence westerly along the north line of said Block 6 to its intersection with the centerline of South 49th Street; thence northerly along such centerline of South 49th Street to its intersection with the south line of Cutting Boulevard; thence westerly along the south line of said Cutting Boulevard to the point of beginning."

B. GENERAL STATEMENT

The land in the Project Area shall be completely used for residential development at an average net density of 12 families per acre (excluding streets) in a variety of building types so as to serve as a pilot project to determine the wishes of prospective purchasers and tenants and to demonstrate the community's ability to re-house its present temporary housing tenants.

The total building coverage shall not exceed 35% of the area to be devoted to private property in order to maintain a proper amount of open space in an area of medium density.

The Project Area will be bounded by Cutting Boulevard, a major thoroughfare of four moving and two parking lanes, on the north; by Fall Avenue to the south; by 45th and 49th Streets on the west and east respectively. The latter three streets will serve as collector streets for the Project Area and the neighborhood as a whole.

It is the intent of this plan to encourage the abandonment of the typical gridiron street pattern now splitting the Project Area into four blocks and to encourage the development of a more efficient purely local, service street pattern to serve only abutting residences.

Every effort shall be made to introduce variety into the Project Area by varying of heights, set backs, colors and textures of the buildings.

C. ATTAINMENT OF THE PURPOSES OF THE LAW

The purposes of the law and the declared policy of the State of California "to protect and promote the sound development and redevelopment of blighted areas and the general welfare of the inhabitants of the communities in which they exist by remedying such injurious conditions through the employment of all appropriate means" will be attained by:

1. The elimination of blight primarily in the form of a predominance in the area of temporary war housing, characterized by defective design and character of physical construction, faulty arrangement and spacing of structures, high density of population, overcrowding, inadequate provision for ventilation, light, sanitation, open space and recreation facilities, over-age, obsolescent, deteriorated and dilapidated structures, lots of inadequate size for proper usefulness and development, inadequate open space and utilities and inadequate tax receipts.
2. The redevelopment of the area, to provide land suitable for re-use for new building in accordance with modern standards, thus making the land productive, useful, and valuable to the community.

D. CONFORMITY TO THE (MASTER) GENERAL PLAN

The "Interim" General Plan of the City of Richmond and environs as tentatively approved by the City Planning Commission in August, 1954, indicates the Project Area as a medium density residential area lying south of Cutting Boulevard, an existing and proposed major thoroughfare.

The Zoning Ordinance classifies the area primarily R-2 Multiple Family, however, a portion of the frontage is classified C-2 General Commercial. It is the intention of the Commission to initiate re-zoning procedures immediately upon the adoption of this Plan in order to bring the entire Project Area under the R-2 category. This zone permits multiple family residences with a minimum lot area of 1,250 square feet per family.

There are no public facilities slated for the Project Area itself because it will be adequately served by an adjacent elementary school, neighborhood park and neighborhood shopping center.

U.C. BERKELEY LIBRARIES



C101743749

